



# CITY OF LODI

## COUNCIL COMMUNICATION

**AGENDA TITLE:** Notice of Proposed Amendments to the Measure K Expenditure Plan  
(Information Only)

**MEETING DATE:** November 16, 1994

**PREPARED BY:** Public Works Director

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**RECOMMENDED ACTION:** That the City Council review the proposed amendments to the Measure K expenditure plan and take no action.

**BACKGROUND INFORMATION:** The San Joaquin County Council of Governments has approved four amendments to the Measure K expenditure plan which was originally approved by the voters in 1990. The member agencies have until December 11, 1994 to formally object to the amendments if they wish to do so.

The background material for the amendments is attached. The four amendments are for projects located in Stockton and the south County. All were supported by Lodi City representatives. At this time, no funding changes are to be made.

**FUNDING:** None required.

  
Jack L. Ronsko  
Public Works Director

Prepared by Richard C. Prima, Jr., City Engineer

JLR/RCP/lm

attachments

APPROVED



THOMAS A. PETERSON  
City Manager



recycled paper



# San Joaquin Council of Governments **OCT 31 '94**

Member Agencies: Cities of Escalon, Lathrop, Lodi, Manteca, Ripon, Stockton, Tracy, County of San Joaquin **City Manager's Office**

October 27, 1994

Mr. Thomas Peterson  
City Of Lodi  
City Manager  
221 W. Pine St.  
Lodi, CA 95241-1910

RE: Notice of Proposed Amendments to the Measure K Expenditure Plan

Dear Mr. Peterson:

Once a year, the San Joaquin Council of Governments has the authority to review and propose amendments to the Measure K Transportation Expenditure Plan. At its October 26 meeting, a two-thirds majority of the COG Board concurred with a set of four proposed amendments to the plan. The staff report and text of the proposed amendments is attached. Please have your governing body review these. Unless appealed, these proposed amendments shall become effective 45 days after this notice is given, or December 11, 1994.

In the event that a local jurisdiction does not agree with the Authority's amendments, the governing body must, by a majority vote, determine to formally notify the Authority of its intent, in writing via registered mail, to obtain an override of the amendments. The appealing jurisdiction has 45 days from the date the Authority adopts the proposed amendments (December 10, 1994) to obtain resolutions supporting an override by a majority of the cities representing a majority of the population residing within the incorporated areas of the County and from the Board of Supervisors. If a jurisdiction does not obtain the necessary resolutions supporting the override, the Authority's amendments will stand.

Please contact me if you have any concerns or questions about the proposed amendments. Thank you.

Sincerely,

DEBRA L. HALE  
Senior Regional Planner

RESOLUTION  
SAN JOAQUIN COUNTY COUNCIL OF GOVERNMENTS



R-95-08

RESOLUTION OF THE  
SAN JOAQUIN COUNTY TRANSPORTATION AUTHORITY  
PROPOSING AMENDMENTS TO THE MEASURE K EXPENDITURE PLAN

WHEREAS, the San Joaquin County Transportation Authority may consider one package of proposed amendments to the Measure K Expenditure Plan per calendar year and the Authority has voted by roll call vote entered into the minutes with a two-thirds majority concurring with the proposed amendments;

NOW, THEREFORE BE IT RESOLVED, that the San Joaquin County Transportation Authority hereby concurs with the following proposed amendments to the Measure K Expenditure Plan (as amended in November, 1992):

**McHenry Avenue**

Widen to 4 or 5 lanes from Mahon Road to the Stanislaus River. This project will be partially funded with developer fees.

**I-205**

Widen to 6 lanes from I-580 Alameda County to I-5. Project to be partially state highway funded, including the part of the project that falls within Alameda County.

**Rail Crossing Safety Projects: Stockton Planning Area**

Hammer at UPRR

Hammer at SPRR

March at UPRR

March at SPRR

French Camp Road at UPRR

Lower Sacramento Road at UPRR

**West Lane at SPRR\***

\* This project is added to the list of eligible projects, but has not been allocated Measure K funds. Measure K funding for the project will only be considered if other projects become unviable or drop out. There will be no rerating or ranking of existing projects. In addition, staff will explore other funding sources for this project.

**Pacific Avenue**

Widen to 6 lanes from north of the Calaveras River Alpine to March Lane. Project is fully sales tax funded.

BE IT FURTHER RESOLVED, that the Authority shall provide the Board of Supervisors and the City Council of each city in the county with a copy of the proposed amendments and the proposed amendments will become effective 45 days after notice is given, unless appealed; and that the Council of Governments shall hold a public hearing on the proposed amendments within this 45 day period.

PASSED AND ADOPTED this 26th day of October, 1994 by the following vote of the San Joaquin County Council of Governments, acting as the Local Transportation Authority, to wit:

AYES: Warren, Manteca; Weaver, Stockton; Darrah, Stockton; Freeman, Lathrop; Pennino, Lodi; Ennis, Escalon; Bland, Tracy.

NOES: None

ABSENT: Sousa, San Joaquin County; Cabral, San Joaquin County; Dale, Ripon.

  
CLYDE BLAND  
Chairman

10/94  
Board

## STAFF REPORT

**SUBJECT:** Measure K Expenditure Plan Amendments

**RECOMMENDATION:** Approve Expenditure Plan Amendments and Corresponding Strategic Plan Amendments

### DISCUSSION:

The Expenditure Plan is the voter-approved plan that sets the list of eligible projects and basic scope for congestion relief projects. Amending this plan may be done once in a given calendar year. Expenditure Plan amendments must be passed by a roll call vote entered in the minutes and must be approved by a two-thirds majority vote. Once adopted, the amendments must be circulated to the Board of Supervisors and the City Councils, for a 45 day review period. Any jurisdiction may appeal for an override of the amendments during this review period.

As you will recall, Expenditure Plan amendments were originally brought before you in September. The COG Board asked for a one-month deferral of amendments, to allow time to research facts related to the McHenry Avenue project amendment. In addition, staff has added two new Expenditure Plan amendments.

Amendment 1: Change Scope of McHenry Avenue Project to allow for 5 lanes

Amendment 2: Revise the Boundaries of the I-205 Project to Match State Programming

Amendment 3: Add West Lane @ Southern Pacific to the Railroad Crossings Projects

Amendment 4: Eliminate Pacific Avenue widening south of the Calaveras River

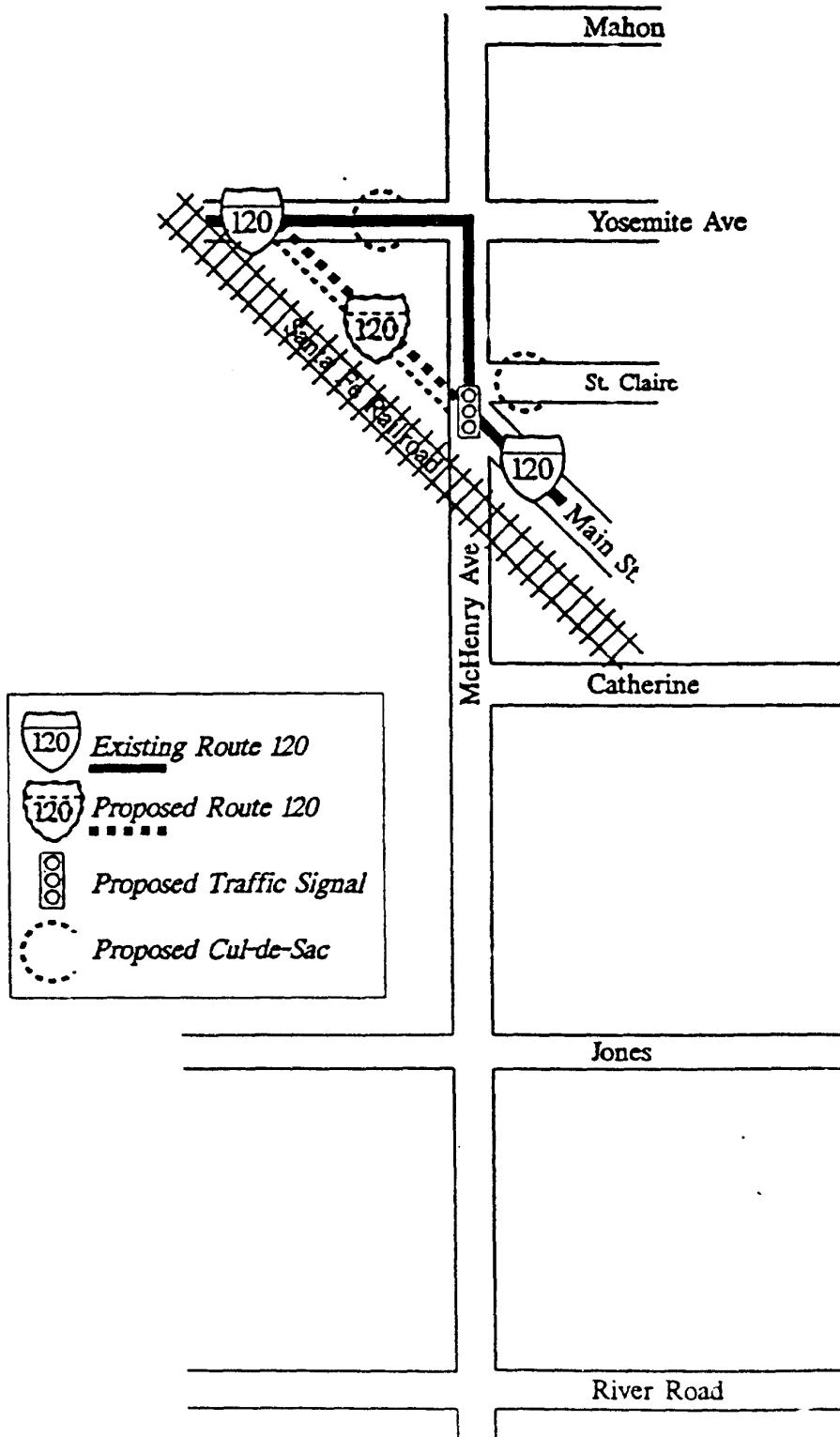
Staff recommends adoption of all four Expenditure Plan amendments, based on the information presented below. Staff further recommends that corresponding Strategic Plan amendments be adopted at this time.

### 1. McHenry Avenue

The project is currently described in the Expenditure Plan as follows:

*Widen to 4 lanes from Mahon Road to the Stanislaus River. This project will be partially funded with development fees.*

# McHenry Ave. Project Limits



The amendment would change the description from "widen to 4 lanes" to "widen to 4 or 5 lanes" allowing the City of Escalon to spend Measure K money on a 5-lane project within its boundaries. Escalon's City Engineer has indicated that due to planned commercial development in Escalon, a center lane to allow left hand turns is needed. A project team of COG, the City of Escalon, San Joaquin County and Caltrans staff has discussed whether it makes more sense to widen McHenry Avenue to 3 lanes, or to 5 lanes. The project also now includes extensive improvements to Route 120 in the project area, to accommodate Caltrans requirements and allow the project to proceed.

San Joaquin County staff has raised concerns that a 3 lane facility would not accommodate traffic beyond the year 2000, while a 5-lane facility will accommodate traffic at an acceptable level of service (LOS D or better) through 2010. City staff raised concerns about the additional right-of-way needed to build a 5-lane facility. More right-of-way, they argue, could increase the exposure to hazardous materials and have a greater impact on local residents, thereby slowing down the project and adding significantly to its cost. The project team agreed to examine the issues of cost, schedule, right-of-way, hazardous materials and traffic projections, and make a recommendation on the 5-lane facility. Based on the information below, the team recommends amending the Expenditure Plan to allow for the 5 lane alternative in the City of Escalon segments of the project:

- **Cost.** New cost estimates have been developed for both the 3 and 5-lane alternatives for Segment 1 of the project. Both cost estimates reflect improvements to Route 120 in the area ("Alternative 4" described in previous staff reports and shown on the attached map), as well as a 5-lane segment through the Route 120 portion of McHenry. For many reasons, the cost estimate for each alternative has increased. First, the full cost of the Route 120 improvements as well as the McHenry Avenue improvements are now reflected. Second, project report, environmental review, structures relocation, contingency costs, and construction survey, testing and inspection costs were added. Some of these costs would have been borne by Caltrans and must now be paid out of other funds. As a result of this cost increase, as well as a loss of over \$2 million in potential state funds, both alternatives require additional funds from some source.

The project team recommends making up the shortfall by amending the Strategic Plan to take \$4.251 million of the \$10 million allocated to the Escalon Bypass and give it to Segment 1 of the McHenry Avenue project. There are advantages and disadvantages to this funding shift. It should be recognized that the Escalon Bypass is presently underfunded and will be even more so if this shift takes place. Without a large contribution of state funds to the Bypass, it is very unlikely it will be constructed during the 20 year Measure K period. However, the McHenry project postpones the need for the Bypass because the McHenry project improves Route 120 traffic flow. Second, in all likelihood the construction of the Bypass would be postponed anyway into the latest years of the Measure K program due to the lack of state matching funds. In consideration of all of these factors, the project team recommends the shift of funds.

Any additional matching funds shall be reimbursed to COG to offset the Measure K contribution. City staff indicates that up to \$554,000 may be available.

Alternative	Total Cost	Current Measure K	Matching Funds	Shortfall
3-lane	\$6,118,000	\$2,912,000	\$285,000	\$2,921,000
5-lane	\$7,557,000	\$2,912,000	\$394,000	\$4,251,000
Difference	\$1,439,000	\$0	\$109,000	\$1,330,000

- **Schedule.** The state highway portion of the project (the same in both alternatives) drives the project schedule, so the completion date for both options would be within a few months of each other. Although it is anticipated that the right-of-way acquisition would take longer with the 5-lane project, this can be started early enough in the process to have little impact on the open-to-the-public date. The tentative date for completion of the project is October, 1997.
- **Right-of-Way.** More right-of-way is required for the 5-lane alternative. Therefore, more property owners (residential and commercial) are affected. In addition, negotiations with these property owners may be more protracted.
- **Hazardous Materials.** The possible exposure to hazardous materials could be considered greater in the 5-lane alternative, due to the greater amount of right-of-way needed. However, based on current information all sites with a potential for hazardous materials (gas stations, etc.) are located in the state highway portion of the project. Therefore, it is anticipated that both alternatives will face the same hazardous materials issues.
- **Traffic Projections.** An examination of the COG traffic projections shows that in the County sections of the road, levels of service will fall below the standard without a 4 or 5 lane facility.

## **2. I-205**

In an earlier legal document, COG counsel noted that the project description in the Expenditure Plan set the project boundaries as: *I-5 to Alameda County*. On the other hand, the first part of the project was programmed for funding as *Eleventh Street to I-580*. The project is also listed in the Strategic Plan with the western boundary at I-580, which is about 3/4 of a mile into Alameda County. To correct this discrepancy, counsel recommended amending the Expenditure Plan description to show the project boundaries as "I-5 to I-580." Staff supports this recommendation.



### 3. West Lane Crossing at Southern Pacific Railroad

San Joaquin County proposes to add a new project to the Expenditure Plan's list of eligible Railroad Crossing Safety Projects. The project would be a joint effort between the City of Stockton and the County, with the County taking the lead.

**Scope.** If included in the Expenditure Plan, the scope of the project, for the Strategic Plan, will read in part:

*The grade separation will be an undercrossing that will provide for 6 lanes and a median (four lanes existing). The underpass will extend from Alpine Avenue to El Pinal Drive, over a length of 2300 feet. Approximately half of the project lies within county jurisdiction and half within city limits. A tiered sub-level for pedestrians and bicycles will be provided. As a consequence of the grade differential, street access to adjacent properties will be impacted. Due to significant traffic volumes on West Lane, special consideration will be given to partial closure or staged construction.*

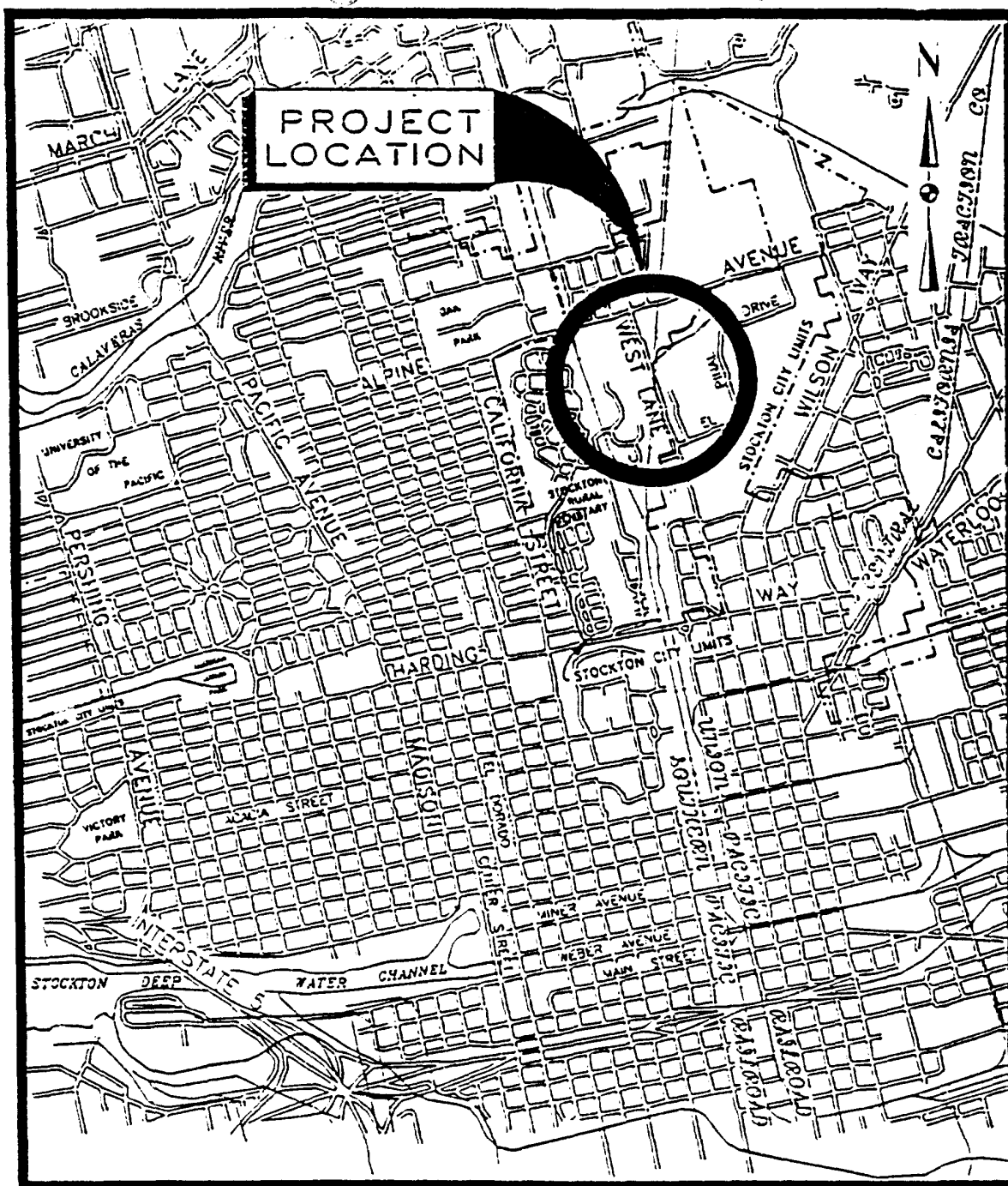
**Cost and Funding.** The County has prepared a project budget as follows:

Project	Total Cost	Expected Matching Funds	Expected Measure K
West Lane Xing	\$8,525,000	\$4,625,000	\$3,900,000

County staff understands that there is no available Measure K money in the Rail Crossing category at this time. The intention is to include the project on the eligibility list, which may enable the project to receive funding as it becomes available. The County has indicated that funding will be pursued under the State Grade Separation Program. Project scheduling will be influenced by the potential receipt of Public Utilities Commission grant funding.

In determining whether to amend the Expenditure Plan to include this project, there are several important issues to consider:

- This amendment would add an unfunded rail crossing project to the Measure K program—one that was not considered by the voters. The grade separation category currently includes 14 eligible projects, of which only 8 received funding. Should a new project be added when 4 of the existing projects have not received an allocation?
- In order for this project to receive Measure K funds, it would need to take money from a funded project. This decision is being delayed until the next revision of the Strategic Plan.
- The City of Stockton has been allocated rail crossing funds for 4 projects, out of a total of 8 funded projects. This project would add fifth project to the Stockton area, although technically much of the project is in the County. Should the Measure K rail crossing monies be spread out to other areas, instead?



VICINITY MAP  
WEST LANE / SPRR  
GRADE SEPARATION

SCALE 1" = 2,400'  
DATE 11/15/1994

LEAH M. WRIGHT, P.E. 21258  
DIRECTOR OF PUBLIC WORKS  
CITY OF STOCKTON

- Based on the scoring criteria used to rank existing rail crossings (levels of traffic, number of trains/day, speed of trains, accident rate), the project would probably rank high. In addition, as the preferred passenger rail line, train usage of this track will probably increase in the future. Therefore, this can be considered a regionally important project. Both the City of Stockton and the County support the project.

After evaluating these issues, staff recommends adding this project to the Expenditure Plan. Staff also recognizes that the project will need to compete for funds in the upcoming revision of the Strategic Plan.

#### **4. Eliminate Pacific Avenue widening south of the Calaveras River**

The Expenditure Plan description for the Pacific Avenue project currently reads:

*Widen to 6 lanes from Alpine to March Lane. Project is fully sales tax funded.*

This month, the Stockton City Council took a straw vote that recommended eliminating from the Stockton Streets Program the Pacific Avenue widening south of the Calaveras River. **Provided that prior to the COG Board meeting the City Council finalizes this decision, staff recommends amending the Expenditure Plan description to reflect that action.** This revised language would read "Widen to 6 lanes from north of the Calaveras River to March Lane. Project is fully sales tax funded."

This project currently is allocated \$2.236 million in Measure K funds in the Strategic Plan. In making this Expenditure Plan amendment, the COG should recognize that excess funds will remain in this project. These funds should be reallocated to another Congestion Relief project in the near future, in accordance with the reallocation process that is currently under development.

**FISCAL IMPACT:** Amendment 1: McHenry Avenue would shift \$4,251,000 in Measure K funds from the Escalon Bypass to the McHenry Avenue, segment 1 project. Because the McHenry project is scheduled 6 years ahead of the Bypass, an undetermined amount of interest earnings would be lost.

Amendment 2: I-205 would have no fiscal impact.

Amendment 3: West Lane Railroad Crossing could result in a future shift of Measure K funds from a rail crossing project to the West Lane project.

Amendment 4: Pacific Avenue would free up an unknown amount of funds for use by other Congestion Relief projects in the future.